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GUIDELINES ON THE INTEGRATION OF WOMEN IN UNIDO TECHNICAL CO-OPERATION PROJECTS AND IN INDUSTRIAL STUDIES PROGRAMMES AND RESEARCH

Addendum *

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* This is a supplement to the basic guidelines on design and evaluation contained in UNIDO's manual of policies, procedures and guidelines for UNIDO executed projects and programmes (UNIDO/PC.31/Rev.1/Add.1). This document has been reproduced without formal editing.

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INTRODUCTION

UNIDO's mandate

UNIDO's mandate to work towards the integration of women in the industrialization process of developing countries has been repeatedly emphasized. At its 17th session 1/, the Industrial Development Board stressed the contributions made by women to the industrialization of developing countries and reaffirmed its strong support for the increased involvement of women in all aspects and at all levels of the development process and the importance of taking account of the impact of that process on women. It also required that reports of UNIDO's internal project evaluation system provide information on the impact of projects upon the integration of women in the industrialization effort.

The Fourth General Conference of UNIDO 2/ requested the secretariat to ensure that the integration of women is taken into consideration in the identification, design, implementation and evaluation of all technical co-operation activities and in the industrial studies programme and research, and the subsequent session of the Industrial Development Board 3/ requested the secretariat to establish guidelines to that effect. This was endorsed by the General Conference of UNIDO in December 1985 4/ which also " urged the Director-General to take feasible measures to facilitate the integration of women in the identification, formulation and implementation of the technical co-operation activities and of the industrial and investment studies programmes by ensuring that:

(i) UNIDO pre-investment study programmes pay greater attention to the social, cultural and economic costs and benefits that investment projects have on the role of women in the national economies concerned;

(ii) Industrial research and study activities systematically include socio-economic and human resource factors in their design and execution and in this context pay greater attention to training, research and data collection in order to enhance women's economic role and participation in both the formal and informal sectors."

1/ IDB Conclusion 1983/12
2/ ID/CONF.5/Res.9
3/ IDB Conclusion 1985/15
4/ GC.1/Dec.29

Definition and purpose of guidelines

Guidelines have the function of assisting in the translation of policy mandates into action oriented programmes and projects. Guidelines on the integration of women in industrialization are intended for use by government departments, development agencies, policy makers and voluntary organizations when designing, formulating, monitoring and evaluating programmes or projects. They can also serve as a basis for discussing and increasing awareness of the importance of the integration of women in all aspects of the industrial development process. It is hoped that these guidelines will catalyze more relevant propcsals for solving specific problems relating to women in industry.

Justification for and objectives of integrating women into industrial development

Industrialization is perceived by developing countries as an integral part of the process of socio-economic development, and one of the major means by which a lasting improvement in the conditions of life of the entire population can be achieved. The effective integration of women in this process is important for the ultimate success of this effort.

In order to achieve these ends it is essential that planners/administrators fully recognize the current and potential contribution of women to industrial development and consider the following:

- the neglect of women as a major productive force would waste their great potential economic contribution;

- many types of projects may only be feasible if their design foresees the participation of women;

- women represent half of the population and must be equally involved in the development effort. Their lack of participation in the industrial development process can lead to an unbalanced pattern of development which constrains economic growth and the full realization of industrialization benefits.

Three major development objectives of the integration of women in industrialization are:

- to realize the potential contribution of women as agents for industrial development and to accelerate that process;
- to ensure that women have an equal opportunity to participate in the industrialization process from the outset, at all stages from policy-making to project implementation, and at all levels in the organization of production;
- to improve the impact and outreach of technical co-operation activities by recognizing that women already make a substantial contribution to industrial development; as such they have a central role to play as agents as well as beneficiaries of industrial development and therefore they should normally be considered for inclusion in project target groups.

Recent studies have shown that for technical co-operation projects to fully succeed, they should be specifically oriented towards both men's and women's needs and interests. In particular those projects containing a women's component should, with regard to their planning and design:

- be properly integrated with national industrial development strategies, and in particular, should be directed towards priority industrial sub-sectors for development;
- take account of national policies on women's integration and UNIDO's mandate on the integration of women in the industrialization process;
- be based on liaison and co-operation with national and/or local machineries for women's development;
- be provided with appropriate financial resources to ensure women's full participation;
- include women in project planning and implementation staff;
- be based on base-line data and information concerning the situation of women in the locality and areas affected;
- involve the participation of the target group (both women and men) in the planning and implementation of the project from the outset;
- ensure that any new productive activities be thoroughly investigated for economic and social viability;
- assess the likely impact on any target group which may be affected by the production technology involved;

- ensure inclusion of women in:
  a) the training/fellowship component of the project,
  b) the training of extension workers,
  c) the introduction and promotion of new technologies, especially those designed to provide increased productivity.

THE ROLE OF INDUSTRIAL STUDIES AND RESEARCH

Information as a basis for industrial planning.

Women tend to be economically invisible. Their valuable contribution to industrial activities, for example, tend to be overlooked. Many of their income earning activities are at the micro-level, on own-account, in cottage industry or in the informal sector, consequentially official statistics on the performance and nature of the industrial sector frequently undervalue women's contribution.

To gain a better understanding detailed gender specific data on women's industrial activities are required. Yet for most developing countries there is insufficient data on the human aspects of industrial development and on the informal sector. Special measures are therefore necessary to identify sources of additional primary and secondary data, which is gender and community specific.

Gender and community specific data need to be considered together with other relevant data particularly when the following are being considered:

- major changes in the allocation of investment resources within the industrial sector;
- planned increases or diversification of industrial capacity;
- planned introduction or transfer of new/improved technologies;
- improvements in infrastructure and industrial services;
- reorganization of industrial institutions and their management in the interests of improved productivity/efficiency.

Some of the major categories of socio-economic data which normally requires disaggregation by gender, are:

- census of population by normal residence and with information on migration patterns and trends, heads of household, etc.;
- industrial survey data, including labour inputs by skill category, productivity, remuneration, etc.;
- income-earning opportunities, with breakdown by age group, locality, and types of industrial activity, and skills;
- community level studies of socio-economic activities at the micro-level;
- education and training, including vocational guidance and training, and adult education;
- social status, including ethnic, cultural, and religious factors.

As a first step, UNIDO's in-house data base of statistics and other research materials need to be expanded through networking and the introduction of more systematic data collection on programming and project identification missions, supplemented by inputs by Regional Advisors, the Joint Industry Divisions in the UN Regional Economic Divisions, field staff, SIDFAs and JPOs etc. Secondly, industrial studies and research at the global, regional, country and sectoral levels have to pay greater attention to human resource development, to the skill requirements of industrial activities, and to the socio-economic benefits and costs of industrial development projects. In addition, industrial study and research efforts at the international level should assist with the collation, analysis, and dissemination of the above socio-economic data so that these become an integral part of the available industrial data-base.

Industrial studies and research also have a major role to play in five priority areas; these are:

- first, evaluating the impact of industrial development strategies and programmes on women's participation in industrial activities;
- second, monitoring the implementation progress at the regional and national levels;
- third, monitoring major technological changes in branches of industry employing mainly female labour in order to anticipate economic and social consequences;
- fourth, commissioning research into issues of pressing concern to key target groups such as women;

- fifth, disseminate internationally study and research results to those that need them.

Technical Co-operation Projects

It is necessary to take into consideration factors relevant to women's needs and interests in almost all UNIDO projects, even those not directly or explicitly oriented towards women's issues. In fact many projects already involve women directly or indirectly, without this being explicitly mentioned in the project objectives or being taken into account in the project design. A large proportion of UNIDO's existing programmes and projects could have a more positive impact on the integration of women if the questions of concern to women were taken systematically into account during project planning and design. While at first sight, some projects are not directly concerned with the human resource aspects, however, it must be remembered that systems for the organization of industrial production and technologies employed in those systems are themselves not neutral in their impact on human resources. For example, in devising a solution for a 'merely technical' problem within a production system, there may be far-reaching socio-economic consequences outside that system, since the people employed in that system and the consumers within the broader economy will also be affected.
(See also Annex IV)

In general projects which primarily focus on women should be the exception rather than the rule. However, such exceptions are to be strongly recommended in the following and similar cases:

- If the introduction to a major technological change in rural and urban industry may affect a large number of women it is particularly important to be fully aware of the potential trade-offs between socio-economic costs and benefits and to minimize any negative economic and social consequences which may be brought about through change.

- Management and supervisory training projects where women already form a large proportion of the labour force, such as electronics, pharmaceuticals, food processing, textiles and garments. It is important that women are not denied the opportunity of greater participation in decision-making activities or positions of higher responsibility.

- Small-scale industry projects advancing economic activity where women are traditionally active. Upgrading women's entrepreneurial skills to manage small scale enterprises can be an effective way to increase women's participation in industrial development.

(See also Annex II)

PROJECT CYCLE GUIDELINES

The following basic considerations therefore need to be addressed during the project cycle if technical co-operation is to assist women to fully contribute towards economic development and share in its benefits.

Project Identification:

- Women as well as men can be major contributors to/beneficiaries of industrial activities, their role as contributors/beneficiaries will usually be affected by changes brought about by technical co-operation projects. Accordingly specific action should be identified to give full consideration to women as a potential resource/target group.

- In attempting to accomplish the above, careful consideration of women's needs is necessary and their precise circumstances in society have to be analyzed as systematically as possible if their contribution to and benefit from the project is to be realized.

- Women, if they are to contribute and/or benefit, must be involved in the identification/formulation process. Often, local women's organizations are the most appropriate contact point for such involvement.

- Women should, along with men, be incorporated into any human resource project-related study and/or survey, and, where appropriate, be explicitly targetted as a beneficiary group.

Project Formulation

Project Objectives and Related Outputs

Development Objective -

What is the reason for the project, the broader and/or longer-range sectoral objective, problem or programme goal towards which the efforts of the project are directed? In most cases women will be affected either directly or indirectly. This fact should be included in your statement, along with the reason why the project is being undertaken, the target group, what change, result or impact is being sought. Relate this to national priorities and policies including those concerning the integration of women in development.

Project Objective -

If the project is successfully completed, what changes or improvements could be expected in the targetted groups, organizations or areas addressed? State whether and how women will be affected.

Project Output -

In relation to the project objective, bearing in mind its approach, duration and resources available, what are the expected or intended results of project activities which will be required to achieve the project objective. Explicitly state whether women are involved or affected, bearing in mind that they should fully participate and benefit in the project.

Background and justification

- Explain how relevant women's issues were or are to be identified and addressed by the project. It is important here to indicate how women can and will contribute, benefit, or otherwise participate in the project initiative.
- Weigh benefits and costs of such involvement as much as is possible and practical, given the project scope and importance to do so. Anticipate and advise how any potential negative effect can be avoided, ameliorated or compensated.

- Include a summary of analyses of available background and research material which would clarify the overall role of women in relation to the project's objectives, and the approach taken by the project to achieve them.

- Indicate whether, when and how further study or research on women's role is required either by the project itself or by parties not directly connected with the project.

Implementation of the Project - Activities

- Full integration of women in technical co-operation activities requires that women actively participate in the project itself. This will require obtaining the support of the counterpart agency, careful briefing and preparation of field staff and, in many instances, systematic linkages with national machinery for women's development as well as traditional organizations dealing with industrial development. The management/monitoring systems may need to be adapted to ensure maximum opportunities for consultation with interested parties and to facilitate beneficiaries' participation in decision-making during project implementation.

Project inputs

- The expertise and material resources selected for the project should not only enable project staff to carry out all the activities required to produce those outputs which relate to the strengthening of women's participation, but should also include women's participation in the project itself.

- Complement project inputs, where appropriate, by mobilizing women's organizations locally. This can be particularly useful in contacting hard-to-reach groups, and strengthening linkages with related projects and programmes.

- Ensure that women, where appropriate, have equal opportunities to participate in the project's training activities and equal access to fellowships.

Monitoring and Evaluation of the Project

- Concern with the effectiveness of a project and, in particular, its impact on women should be built into the project design so that project activities produce the required outputs to achieve the desired project objective, and, in the long run, the development objective. This will allow project implementation coupled with the existing UNIDO monitoring and evaluation system to provide an effective vehicle toward project success. Fully specified project outputs and achievement indicators facilitate the collection and analysis of performance information, which could be used to increase the benefits to women and to reduce negative impact, not least to highlight any unforeseen obstacles or difficulties which might frustrate the attainment of the project's objectives and the suggesting of possible approaches to deal with these problems. External factors which may delay or prevent the achievement of project results or outputs which affect or involve women should be clearly identified and monitored (see also Annex III). For a more detailed discussion of the principles of UNIDO's project design and evaluation, please refer to the UNIDO Manual PC.31/Rev.1.

Annex I to IV contain checklists to facilitate the application of the guidelines.

Annex I: Basic questions to facilitate project formulation

Annex II: Basic issues relevant to planning industrial development programmes and projects specifically designed to further women's integration in the industrialization process

Annex III: Factors to be considered during project monitoring and evaluation

Annex IV: Potential negative effects of industrial programmes and projects on women

ANNEX I: BASIC QUESTIONS TO FACILITATE PROJECT FORMULATION

A. Apropos all projects

1. What are the national policies and objectives for the integration of women in development, and how does the project relate to these?
2. How will the project take positive steps to improve the opportunities and conditions of women's participation in industry?
3. What measures are specified in the project to promote the integration of women taking into account their existing and potential roles and conditions?
4. How does the project provide for the participation of women in the decision-making process in industry either directly or indirectly?
5. What support measures are included in the project to prepare women for increased participation?
6. What statistical data and other information about women's existing roles and conditions of participation in industry and the impact of industrial development and technological change on women can be collected and analyzed as inputs to the project?
7. How will the project activities draw on the potential contributions women can make to industrial development?
8. How will national machineries, women's organizations, trade unions and other non-governmental organizations representing women's interests and concerns be involved in planning and executing the project to ensure proper consideration of women's interests?
9. During project implementation, how will women be made fully aware of the strategies and priorities as well as specific forms of assistance available to them?

B. TRAINING PROJECTS AND OTHER PROJECTS CONTAINING A SIGNIFICANT HUMAN RESOURCE DEVELOPMENT COMPONENT

1. How will women be made aware of the training and other opportunities available in this project?
2. How will the project encourage and motivate women to participate in its programmes?
3. How will the training programmes provided by the project expand the scope and number of training programmes available to women?
4. How will the training programmes take into account the special needs and interests of women?
5. How are the training programmes designed to increase the number of trained and qualified women at all levels?
6. How will the project provide improved vocational guidance and career counselling to women?
7. How will women entrepreneurs and managers be included in special training facilities offered by projects?

C. SCIENTIFIC AND TECHNOLOGICAL INDUSTRIAL PROJECTS

1. How will the technological and managerial skills which will be enhanced by the project be applied to meet the needs of the majority of the population?
2. How will women have equal access with men to the information and technologies generated by the project?
3. How will women be involved as agents of change in the scientific and technological changes envisaged by the project?
4. If industrial end-products or processes are being developed by the project how will they meet the needs of women or otherwise improve their quality of life?

5. Further to (3) above, how will the project involve women users in product testing and development?
6. When appropriate, how will the technologies and processes developed by the project be made widely and readily available to women?
7. How will the project and/or Government monitor and assess the impact on women of technological changes envisaged by the project?
8. Often technological change has an adverse effect on the status and productive role women play in the economy. What efforts will the project make to anticipate such adverse effects and what steps will be taken to minimize them? Will women participate in this process?
9. If adverse effects are anticipated, how could alternative, more appropriate technologies be developed and introduced?

D. SMALL-SCALE INDUSTRIAL ENTERPRISE PROJECTS

1. Small-scale industrial enterprises can represent a good entry point for women into industrial activities, particularly where they produce low level technology goods competitively for local markets. How will the project ensure that the opportunities for income earning for women are duly considered and promoted?
2. Has the project considered the special barriers faced by women to entering small-scale industry and how they can be overcome, especially in terms of access to finance and training in management/technical skills?
3. If the project will assist in developing service and technical support capabilities to foster and promote small-scale enterprises, what positive action will be undertaken to ensure that women have equal access to these services?
4. Efforts to develop small-scale enterprises have in some cases adversely affected income-earning opportunities for women in the informal sector. Will the project take this into consideration and if necessary take positive steps to create new opportunities for women?
5. In the interest of efficiently and effectively promoting small-scale industrial enterprises, how will the project assist existing women's co-operatives and organizations to develop or improve their access to raw material supplies and product-marketing capabilities?
6. How will the project assess and address the special entrepreneurial development, management training and technical assistance requirements of women?
7. Is the project adequately linked with similar or complementary efforts within the country?

ANNEX II: BASIC ISSUES RELEVANT TO PLANNING INDUSTRIAL DEVELOPMENT PROGRAMMES AND PROJECTS SPECIFICALLY DESIGNED TO FURTHER WOMEN'S INTEGRATION IN THE INDUSTRIALIZATION PROCESS.

In order to relate overall national industrial development objectives to concerns of particular relevance to women, it is necessary to obtain information regarding the following points:

1. Women's traditional role in society and how it may be changing - this may differ between urban and rural areas, according to socio-economic strata, among different ethnic groups, etc.
2. Attitudes and expectations of women towards subjects relating to their own role in society.
3. Systematic studies of women's work, including time-budget studies of women's daily activities and seasonal labour demands, to identify possibilities for women to engage in steady, gainful employment.
4. The present situation with regard to all aspects of women's employment - how it is changing for women working in the traditional sector, in small, medium and large scale industry, services etc.
5. Identification of male or female dominated occupations, and those in which the number of women workers is increasing, together with an assessment of the situation of the women and their prospects in these occupations.
6. Identification of occupations in which the employment of women can be increased.
7. Identification of traditional activities of women which at present, or in the past, provided income, either in cash or in kind.
8. Existing situation regarding women's access to vocational and technical training and prospects for change.
9. Employers' and women's needs and expectations concerning vocational and technical training for women.
10. Identification of existing or recently forgotten skills and abilities of women that can be built upon in order to generate income.
11. Identification of existing local women's groups, eg. rotating credit and savings associations, which could offer an organizational base for working groups or co-operatives etc.

ANNEX III: FACTORS TO BE CONSIDERED DURING PROJECT MONITORING AND EVALUATION.

A. ECONOMIC IMPACT

1. What changes have taken place in industrial production and what has been the effect on women's participation in industry?
2. What changes have taken place in the production of goods and services by women for home consumption and sale of any surplus?
3. What impact has there been on target groups, in terms of cash income, and what has been the effect on women's financial independence?
4. Have income-earning opportunities for women increased or decreased?
5. Have women's industry-related skills and knowledge changed?
6. Have women progressed towards self-sufficiency as a result of the project?

B. SOCIAL IMPACT

7. Have women been able to participate in decision-making and management in industrial activties?
8. What changes have resulted from women's new industrial activities a) at work b) in the home c) in the local community d) in society?
9. Do women have a positive attitude towards the project's outputs and activities?
10. Have women gained confidence in themselves and in their ability to undertake new industrial activites?

C. ORGANIZATIONAL ASPECTS

11. Did the idea for the project originate from women?
12. What contribution to the planning of the project was made by the beneficiaries of the project (especially the women)?
13. Was there any local contribution in terms of manpower or finance to the women's component of the project?
14. Has the project led directly or indirectly to the establishment of a women's organization, group, co-operative or other institution or enterprise?
15. Does a local institution exist that can continue the project activities and did the project establish or strengthen this institution?

D. OPERATIONAL ASPECTS

16. What has been the relationship built up during the project between the technical co-operation staff (HQ & field) and recipient agencies, both government and NGOs and the participants in the project?
17. Were the material and human resources of the project appropriate to women's needs and interests as beneficiaries of the project?
18. Did the project design fully anticipate the constraints and obstacles faced by women as participants?
19. Were any negative effects of the project on women identified during the project and, if so, what attempts were made to avoid, minimize or compensate those affected?
20. Did women participate as counterpart staff, trainees or as recipients of fellowships during the project?

ANNEX IV. POTENTIAL NEGATIVE EFFECTS OF INDUSTRIAL PROGRAMMES AND PROJECTS ON WOMEN

1. Loss of opportunities to earn income (in chash or kind) through wage employment, self-employment, or through indirect employment opportunities.
2. Decreased opportunities to engage in production for consumption and/or sale through:
   - loss of access to raw materials or other inputs;
   - exclusion from new technologies;
   - exclusion from availability of energy supplies;
   - reduced availability of labour for production, either own time, family labour, or paid employees.
3. Decreased opportunities to sell own products through:
   - reduced possibilities for transport etc;
   - increased competition;
   - imposition of official regulations or controls affecting production;
4. Loss of control over returns obtained for labour inputs.
5. Reduced access to sources of business information.
6. Increased social isolation.